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ABSTRACT

This paper describes the objectives of the research undertaken by the International Institute for Educational Planning and the model adopted for defining training needs for administrators in national departments of education. From the conceptual point of view, this model comprises three successive and complementary phases. The phases are the definition of the principal factors underlying the disparity between the actual development of education and the avowed aims of educational policy: the formulation of a series of internal reforms compatible with the major constraints and designed to make planning more coherent and effective and the administrative system more fuctional and better suited to changes in the nature of its tasks: and the definition, where high posts are concerned, of training programs designed to facilitate and initiate some of the reforms mentioned above. The appendix contains a scheme developed on the basis of the theoretical and conceptual assumptions presented in the body of the paper. The objective of the scheme is to give some guidelines for how training information could be collected. The methodological procedure is divided into six phases--initiation, first analysis, planning, data collection, second analysis, and recommendation. (Author/IRT)

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OBJECTIVES AND A MODEL FOR IDENTIFYING TRAINING NEEDS FOR EDUCATIONAL PLANNING AND ADMINISTRATION

Claude Tibi and
Fridtjov Thorkildsen

A contribution to the IIEP/SIDA Seminar on "Changing needs for training in educational planning and administration"
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OBJECTIVES AND A MODEL FOR IDENTIFYING TRAINING NEEDS

by

Claude Tibi

Introduction

In all probability the principal result of the vast amount of research work carried out during the last 15-20 years in the area of educational planning has been to create a greater awareness of the problems involved in educational development and the complexity of the relationship between education and economic and social development. In addition, by combining the contribution from different disciplines, this research has enabled different techniques to be evolved designed mainly to assist planners in their approach to specific problems. However, despite the knowledge acquired, it would seem that in practice educational planning does not always achieve what is expected of it, even allowing for the limitations of currently available techniques.

One has been forced to admit that one reason for this may be the insufficient or inadequate dissemination of the results achieved and the techniques evolved in the area of planning. Thus this would appear to be basically a problem of development and possible solutions would need to be aimed mainly at giving greater priority to information and training activities for personnel involved in educational planning. The logical outcome of this is therefore to ask what methods should be used to define these training requirements.

A more thorough analysis of the reasons behind educational planning's limited effectiveness and its failure to achieve educational policy objectives reveals however that these are both varied and complex, e.g. political and institutional factors; factors inherent in the educational system (the administrative structures - the organisation of tasks - planning processes and methods - the type of staff and their training, etc.). From a logical standpoint therefore, the first step is to attempt to assess the role (and the limitations) of training in initiating a process of change within

the administration and to ask in this context questions similar to those raised in connection with education's role in economic and social development. The main difference being that in this case one is concerned with the somewhat special context of a body of officials with its own specific rules and constraints.

The initial question of training requirements which might have appeared relatively simple, and even perhaps trivial, now emerges in a much more complex light. It becomes essential not only to approach the problem from the standpoint of the work done in the educational planning area but also taking into account the political and bureaucratic context in which the process of decision-making and implementation takes place together with the motivations, attitudes and characteristics of the personnel involved in planning. Indirectly, via this kind of study on training, one is thus obliged to come to grips with the fundamental problem of the workings of officialdom, its adequacy with regard to problems of educational development and the philosophy concerning reforms within the administrative services. It is thus obvious that particularly high priority should be given to research in this area.

The object of this paper is to describe the objectives of the research undertaken by the Institute and the model adopted for defining training needs. From the conceptual point of view this model comprises three successive and complementary phases which will be described in detail:

- The definition of the principal factors underlying the disparity between the actual development of education and the avowed aims of educational policy. This first study should produce an analysis of the planning and administration of education together with a description of the external and internal constraints.

- The formulation of a series of internal reforms, compatible with the major constraints and designed to make planning more coherent and effective and the administrative system more functional and better suited to changes in the nature of its tasks, their number and allocation to the different levels.

- The definition, where higher posts are concerned, of training programmes designed to facilitate and even initiate some of the reforms mentioned above. This phase should describe the training profiles to be applied in each case, the relative priorities (and complementary aspects) of the various programmes and the resources required to put the training plan into operation. Lastly, it should set out the measures required from a personnel policy standpoint to ensure the effectiveness of the training plan.

I. Objectives

- Analyse, in different political, administrative, cultural and educational contexts, whether and by what means staff training could achieve better correlation between educational planning and administration and the aims of educational policy.

- Decide what action is required in the various areas (internal reorganisation - reallocation of functions - modifications in the process and methods of drafting, implementing and evaluating the plan and the budget - reform of communication procedures - improvement of the information system - revision of the personnel policy, etc.) compatible with previously identified constraints and essential for improving the coherence and effectiveness of educational planning.

- Identify the types of training required to facilitate implementation of the reforms proposed earlier, taking into account the nature of the planning staff.

- Recommend training strategies suited to the needs and resources of the countries concerned, i.e. determine the procedures required to establish priorities and draw up effective plans for the organisation and methods of training and for mobilising the necessary human, material and financial resources.

- Draw up an effective but sufficiently simple methodology for identifying training needs and one which can be adopted and applied by countries and organisations faced with this problem.

II. The conceptual model

A - Phase one: Elements for evaluating the administration and planning of education

The nature of the system for administering and planning education and the evident disparity between the actual development of education and its official objectives are the result of several factors.

1. External factors

Under this heading we would include the political ideology of the party in power and the cohesion of its views on educational development, the possible disparity between explicit and implicit objectives, the part played by the interested parties concerned with educational policy and their influence, the division of authority between the various ministries or public bodies responsible for education and training, the extent of funds available for education and the manner in which these have increased.

(a) Political ideology and power groups

Political ideology determines the role assigned to education in achieving the type of society and the type of development desired by those in power. To a certain extent this ideology also conditions the overall priority given to education, its subject matter, teaching programmes and structures, the groups granted access to education (and to what kind of education), the relative priorities allocated to the various levels and types of education, etc. The ultimate goals assigned to education and the objectives of educational development are not however always spelled out in an explicit and detailed manner where this involves questions of political choice and those in authority do not consider it wise to make their intentions clear to those groups which will reap the least benefit or are likely to be opposed to the policy adopted.

It is therefore essential to differentiate between avowed goals and objectives and real goals and objectives as these become apparent from decisions taken by those in power.

Pressure groups (teachers, officials, parents, students, religious groups, ethnic groups, etc.) can react in a number of ways whenever they feel their interests are at stake and attempt to modify the educational policy accordingly. For this, they are able to apply varying degrees of pressure (strikes, demonstrations, electroral threats, intervention in the preparation and implementation of decisions in the case of officials, use of the mass media, etc.) and their real influence depends on their power compared with that of the groups in opposition to them and the extent to which each group is divided amongst itself. Those responsible for educational policy are subjected to conflicting pressures of varying intensity and, as a result, the policy actually carried out constitutes in most cases a more or less coherent and balanced compromise between divergent points of view.

Conflicts of view of a similar kind also occur amongst officials and the choice of persons holding key posts generally reflects the opinions of the Minister of Education and/or the balance of power within the government (although administrative rules and traditions may also have an influence in this area depending on the country). In most cases, all the people working in the educational system and within the educational administrative services are divided into differing groups of opinion which are more or less organised and which, in view of the part they play in the functioning of the system, can to a certain extent influence decisions and thereby the educational policy.

It is therefore impossible to analyse an educational policy and assess the way in which it is put into effect without taking into account, from the outset, the distribution of power and the extent to which there is a conflict of interest between the various groups directly concerned by decisions in matters of education.

(b) The political relationship between the organising bodies

The division of authority within the education sector, between the various ministerial departments and public bodies, is perhaps desirable from the standpoint of specialisation and in view of the administrative problems created by the rapid growth of educational systems. It can however give rise to serious problems of co-ordination between these various bodies where questions of authority and/or conflicts of opinion are concerned. Such problems of co-ordination are, for the most part, of a political rather than a technical nature. One can however accept that it would be possible to set up improved co-ordination procedures, better suited to a given situation.

Information on the importance and the part played by the private sector (within each level and type of education) and its relations with the public sector is of considerable importance from the structural point of view in assessing the impact of educational policy.

(c) The funds available

Planning presupposes the ability to choose between alternative solutions, but a choice of this kind hardly exists in cases where the funds available each year barely exceed the expenditure needed to maintain the level of enrolment achieved in the previous year. In such circumstances, the changes which can be made in the system are marginal and there is a grave danger, for example, of perpetuating decisions made several years previously concerning for instance the geographic distribution of the education supply or the emphasis to be given to certain levels or types of education, thus maintaining and sometimes even widening inequalities in the access to education.

The overall allocation of funds to education is an accurate reflection of the priority allocated to this sector by the government whilst at the same time being conditioned by the country's economic progress. It has fundamental consequences on the scope and impact of educational planning as well as on the manner in which educational policy is put into effect.

The amount of funds available can also directly influence working conditions within the administrative services, the equipment available, the opportunities for personnel to travel with the object of improving communication between the central level and regional and local levels as well as with the schools, the quality of statistical data available, the scope of studies undertaken, etc. Working methods can end up by being restricted to the utilisation of staff (to the almost complete exclusion of any other input).

2. Internal factors

(a) The organisational structure of the Ministry of Education

By this is meant: the internal organisation of the Ministry of Education at the central level - the distribution of functions and responsibilities between the various administrative levels under the ministry's authority (central, regional, local) - the internal organisation at each of these levels. Such structural data are of great importance since they show the division of authority within the educational area. To a fairly large extent this is the result of the historical evolution of the political forces in power, but the persistance of certain institutions or certain systems of organisation is also due to factors of a personal kind and in particular to the defence of vested interests and the consequent tendency to institutionalisation and bureaucratisation. The structures are not always well suited to implementing the official educational policy, e.g. division of

authority with respect to the administration of the educational system - concentration of authority at the central level within the Ministry of Education - a not always rational internal organisation with regard to the administrative system and the planning process which should reflect the nature of the tasks involved, the procedures to be set up and, in broad terms, the educational policy to be applied - a not always rational job definition for certain posts, etc.

(b) The process and methods of planning (and preparation of the budget)

In this area the basic postulate is that the planning process and methods are not solely the outcome of an explicitly stated development model for education but of the implicit objectives concerning education resulting from the balance of forces both within and outside of the bureaucracy, from objectives typical of officials (the increase and extension of their authority, the development of their careers and salaries, etc.), as well as their professional attitude, their knowledge in matters of planning and education, the way in which planning objectives and techniques are laid down, the number of persons involved in the process and the kind of data available and its quality. It is therefore essential to measure the relative importance of each of these factors using a twin approach - functional on the one hand, and in terms of divergent attitudes and conflicts on the other hand.

One can make similar assumptions with regard to communication procedures and the machinery of co-ordination, the actual functioning of which is very often due as much, if not more, to political and personality conflicts than to any rational procedures which sometimes exist only on paper. In all these cases, it is essential to distinguish between official and actual procedures.

The information system is often inefficient or inadequate for reasons of the political importance of certain data (or the use which could be made of these) as much as to the lack of any coherent concept of information within the planning context or to insufficiencies of a technical kind.

(c) Personnel policy

The type of person choosing to work as an official in the education area and his pattern of behaviour may be considerably influenced by the procedures for recruitment, job transfer and promotion (and such variants of these as exist at the different levels), the role and emphasis given to training during the course of employment, the structure of the salary scales and how these compare with those in other government departments and in the private sector, and the extent of political influence with regard to certain appointments. Without first of all analysing the personnel policy in detail, it is impossible to understand individual attitudes and the working relationships within the department and study their impact on planning and administrative methods.

(d) The characteristics, motivations and attitudes of officials

In this context, our postulate is that the behaviour of officials in government service is conditioned to a large extent not only by the training they have received and their professional experience but also by their personal aspirations (a desire for power, professional advancement, increased income), by their political opinions and by basic cultural influences of a "societal" nature.

These factors have to be analysed, for on them depend the way in which each official views and interprets his function within the department, identifies with the objectives of educational development, carries out the tasks for which he

is responsible, develops relationships with people above and below him as well as with other units within the organisation, the initiatives which he decides to take or not take, etc.

In turn such attitudes and behaviour influence the implicit or explicit choices which individuals are obliged to take within a government department by studying certain options rather than others, by submitting certain solutions or by favouring certain projects, etc. It is in fact certain that, amongst the people working within the education sector, opinions generally vary widely with regard to the objectives of educational policy and this can have important consequences on the way decisions are taken and the educational policy put into effect.

A study of these problems should make it possible to understand better the internal conflicts of a political or personal nature, to assess as far as possible the influence of cultural factors, to throw some light on the importance of training and experience in individual behaviour and lastly to provide some food for thought on the role and limitations of training (and what kind of training?) in this context.

With regard to the objectives for this research, we intend to concentrate the study on the postulates concerning the factors affecting the process and methods of planning and only touch upon those concerned with the functioning and administration of education (to the extent that administrative methods may affect planning efficiency). It is thus clear that it is not a question of assessing the process and methods of planning per se, but in relation to educational policy's explicit objectives.

B - Phase two: Identifying the necessary internal reforms

Phase one should provide important information on specific planning structures as well as on current processes and methods of planning:

Structures

- Relationship between the department of educational planning, the ministry (or organisation) for economic and social planning (particularly with respect to the education-employment relationship) and the ministry of finance (allocation of funds).

- Relationship between the educational planning department and similar services within other ministries responsible for education and training activities.

- Status of the planning department within the Ministry of Education (relationship with the services responsible for the various levels of education, the budget, statistics, etc.).

- Regional educational planning structures; the situation with regard to regional educational services, relationship with the central planning department and with other ministerial offices at regional level.

Processes and methods

- Parties involved in each of the major phases of the planning process (inside as well as outside the ministry) and the basic process of coordination.

- Nature and scope of the assessments and analyses available.

- Procedures for determining global objectives and priorities (1) (information used, methods and parties involved) and procedures for deciding the overall budget amount.

- Procedures for translating objectives into programmes and projects (type of information used, methods for the identification and submission of projects, parties concerned and the degree of involvement of each administrative level at each stage).

- Procedures for harmonising and selecting programmes and projects.

- Procedures for discussing and approving the plan.

- Procedures for implementing the plan.

- Procedures for evaluating the plan.

- Methods of communication within each phase of the process (with particular emphasis on information concerning the objectives and the directives issued by the planning department concerning the techniques to be applied).

- Information system (type of statistics available; their reliability; their relevance; methods for gathering and processing information, etc.).

In what way will all this data be used in the second phase? An important observation needs to be made at the outset and that is to state that in our view it is not possible to produce a basic model relevant to every situation which one might encounter and which would enable one to decide in advance the method and steps required to produce a series of suggested reforms and recommendations as to how to put these

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(1) By level and type of education, by region, etc.

into effect. With each country the situation is different, each with its own degree of willingness to change and each with problems and constraints of a different nature. In our opinion there are no structures which are preferable to others in general and absolute terms; there are, moreover, no planning methods and techniques which are valid globally whatever the nature of the problems of educational development and the objectives of educational policy. There is in fact no way of saying whether a specific reform of the planning process or methods is feasible in a given country, or whether a corresponding change in internal structures is compatible with existing constraints, etc. In other words, the nature and extent of practicable reforms can vary considerably from one country to the next (and within each country, depending on the internal situation). At the same time, any practical strategy proposed for implementing reform must accept the existence of areas of resistance as a real fact and it could well be, for example, that the order adopted for introducing the various reforms is not the most logical (although being the most effective). We therefore feel that it is necessary in this phase to adopt a somewhat pragmatic approach which, based on the educational objectives and the principal problems of educational development and taking into account the major constraints, will attempt to define the measures required in order to:

- improve the effectiveness of the planning process by recommending the introduction or strengthening of aspects to which insufficient attention had been paid in the past under the present system, e.g. analysis - implementation - evaluation;

- increase the scope of planning by taking into account the main quantitative and qualitative aspects of the policy for education;

- improve the coherence of the planning process by attempting to specify more clearly the procedures for harmonising objectives and options concerning the various levels and types of education and the different regions;

- achieve better integration of educational planning within economic and social planning (at national, regional and local level);

- achieve a greater degree of compatibility between the budget and the content of the plan, etc.

A study would also have to be made of such measures of a devolutionary or decentralising kind as might prove necessary in order to facilitate implementation of some of the reforms listed above and the redistribution of functions and responsibilities which these would entail.

Based on the programme of reform resulting from this study, the final step would be to analyse the changes to be made in communication and co-ordination procedures as well as in the system of information.

In the final analysis, although we do not believe it possible to construct a universally valid model, since a model of this kind must necessarily depend on the type and extent of "practicable" reforms, we nonetheless feel that it is important to state the following argument in justification of this second phase:

In many countries a fairly wide disparity exists between the methods and techniques of planning and administration actually employed and those which exist and could be employed. This situation is not solely the result of political factors but also stems from a lack of information on progress made and results achieved in other countries or as a

result of research (1), from the insufficient training of staff responsible for educational planning and administration and from the lack of adequate data. This state of affairs is also due to the relatively recent creation of many educational planning departments, the type of official assigned to such departments and his background, the inadequate number and standard of training programmes, the vast quantity of work done and progress achieved in the area of planning and the subsequent problems of disseminating such information, etc.

If this argument is valid, fairly substantial possibilities of progress or reform of the methods of educational planning and administration exist, on condition that they are selected and adapted to suit the specific conditions of each country and that due consideration is given to major constraints. In addition, it is important to emphasise the fact that certain constraints are not permanent and absolute but variable and relative and that, in virtue of this, one's approach needs to be sufficiently flexible. In this connection, one should bear in mind that carrying out a study of training requirements is in itself one way of modifying some of these constraints by creating a regular process of interaction between education officials and those in charge of the study (it is therefore particularly important that the team responsible for the study should, for the most part, be made up of experts from that country).

And finally we feel it important to stress the fact that the planning model which will be suggested should not be considered either as an end itself or even as an ultimate phase: it should simply be tailored to the country's current problems of educational development and considered as a phase in the progressive development of educational planning.

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(1) This should not of course be taken to mean that planning models and techniques which have proved effective in one country at a given point in time can necessarily be transposed to other countries, even when adapted.

C - Phase three: The identification of training requirements

The second phase should have resulted in a proposal for an educational planning model, i.e. covering in particular:

- the planning structures at central, regional and local level specifying the functions and tasks for each level as well as the staff required broken down by position;

- a description of the planning process specifying the nature of the tasks assigned to each phase and the methods to be used, the levels concerned (national, regional, local), the people involved in each phase, the communication, co-ordination and harmonisation procedures and the system of information.

Setting up a new planning model may take several years if, for example, it involves creating or strengthening regional planning bodies, introducing new methods of work, broadening the scope of planning and instituting new tasks, modifying the system for gathering and processing data, etc. The transition from the present planning system to the proposed model must therefore be seen as a process during the course of which changes can be made in the original plan based on experience acquired during the initial stages. It may well happen that, in the first instance, strengthening the present system may appear a more urgent priority if, for example, a plan has to be prepared or other urgent work completed within a short period of time without it being possible, prior to this, to set up the new planning structures and methods. The nature of the training requirements and their urgency must therefore be decided keeping in mind circumstances of this kind.

To our mind, training must be thought of as a regular process of adjustment to the essential evolution of the planning model within a given context - planning needs are therefore not absolute and immutable but relative and progressive. To identify training requirements and draw up a training plan means that answers have to be supplied to a series of supplementary questions:

- What categories of staff will be concerned by this definition of training requirements?

- What procedure will be used to evaluate these requirements?

- What criteria will be used to allocate priorities to these various requirements?

- What criteria will be used to determine the methods for organising such training?

- How will it be decided what training methods are suitable?

- How will the resources required over the short and medium term be assessed and generated?

Training requirements should as a rule be defined for every major post (1) but the training programmes may, in certain cases, be directed to a wider audience when it is a question of dealing with topics of general interest, relaying knowledge of interest to people occupying different posts or creating better understanding and co-operation between people working in different services.

The procedure to be used for determining training requirements is outlined in the accompanying diagram (Fig. 1).

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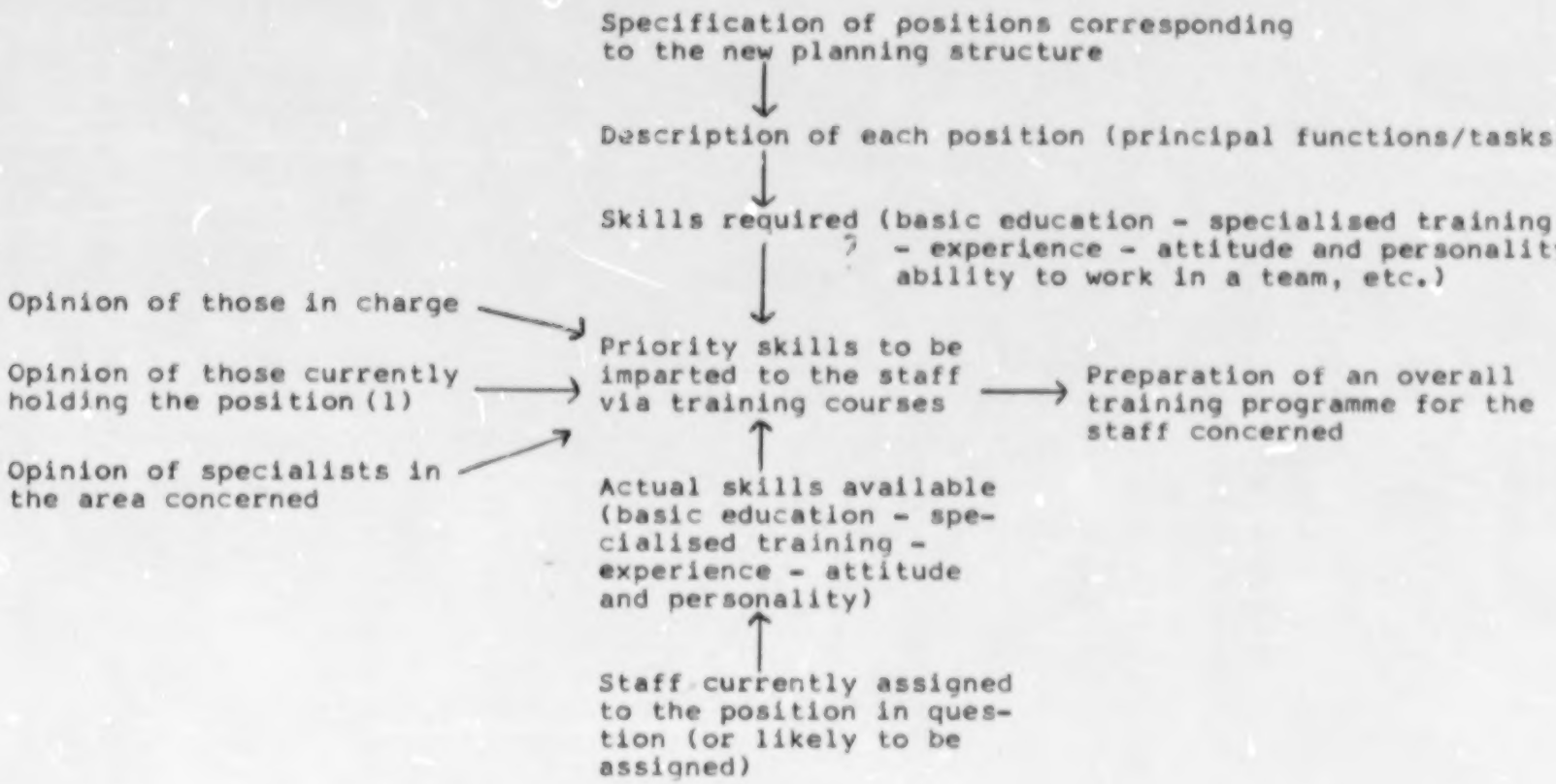
(1) i.e. the kind of position which is held by a certain number of people or which will assume an important role in the planning process in view of the reforms planned and the constraints which have been identified.

Fig. 1 - The procedure for defining training requirements


Specification of positions corresponding to the new planning structure
Description of each position (principal functions/tasks)
Skills required (basic education - specialised training - experience - attitude and personality: ability to work in a team, etc.)
Opinion of those in charge
Opinion of those currently holding the position (1)
Opinion of specialists in the area concerned
Priority skills to be imparted to the staff via training courses
Preparation of an overall training programme for the staff concerned
Actual skills available (basic education - specialised training - experience - attitude and personality)
Staff currently assigned to the position in question (or likely to be assigned)

(1) In the case of new positions this cannot, of course, apply.

Some of the phases in this procedure will need to be modified in the case of new positions. It will be essential first of all that those in charge clearly define the importance which they attach to the creation of such posts. To determine what constitute priority skills, one will have to rely on the opinion of those in charge and of those who are specialists in the area concerned, taking into account at the same time the average ability of the staff likely to be assigned to these positions.

Priorities will need to be allocated to the various positions and, in the case of each position, to the skills and knowledge which have to be imparted (1). The allocation of priorities should be based primarily on the relative urgency of the planning problems encountered and the strategy for introducing reforms. Allowance should also be made for the fact that certain reforms may require a greater amount of training and concern a greater number of individuals and that the staff required to provide the training for certain programmes may not be available, etc.

This training can be organised in a variety of ways: training within the country or abroad; on the job or with leave of absence; through attendance at a course or by correspondence; in the form of one long course or several short courses, etc.

These are merely examples of possible alternatives and do not constitute an exhaustive list. It is moreover certain that, in most cases, intermediate solutions exist.

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(1) In this respect it would probably be useful to break down each programme into a series of relatively independent modules (school statistics and population data - the school map - cost analysis - budget preparation - methods for preparing, implementing and evaluating projects, etc.) which could be taught at seperate periods.

A choice between these various methods could be based on the following criteria:

- The priority allotted to each training programme and the potential resources which could be generated at short notice.

- The level of training required (training of instructors...).

- The number of people to be trained under each programme.

- The nature and amount of professional activities which those involved would have to maintain: possibility of finding substitutes.

- The training methods thought appropriate in view of the training objectives, etc.

Training methods can be relatively passive or active and participatory. The training itself can be theoretical or practical to a varying degree, etc. The task here is to decide the optimum combination of the various methods (lectures - round tables and discussions - practical work and group projects - individual work under supervision, etc.) bearing in mind not only the objectives of the training (1) but also the type of person concerned (level of education - professional experience - motivations and attitudes) and the resources and time available.

The resources required would be calculated on the basis of the procedures needed to organise the training, the training methods, the number of courses planned and the numbers taking part in each. These resources are not however the

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(1) and psycho-sociological techniques of group activity and adult education.

outcome of specific decisions in each of these areas - these decisions should be the result of an iterative process based on the resources available. Lastly, it would be necessary to evaluate the resources available on the spot in order to assess the measures to be taken to make good any deficit. In all likelihood the most serious constraints will involve the teaching staff and, depending on the priority allocated to this training, various solutions could be envisaged, e.g. crash training programmes for instructors, possible requests for assistance from bilateral or multilateral agencies, staggering the training programme, etc.

APPENDIX

SOME PROCEDURAL SUGGESTIONS FOR A STUDY OF TRAINING NEEDS IN THE FIELD OF EDUCATIONAL PLANNING AND ADMINISTRATION

by

Fridtjov Thorkildsen

SOME PROCEDURAL SUGGESTIONS FOR A STUDY OF TRAINING NEEDS IN THE FIELD OF EDUCATIONAL PLANNING AND ADMINISTRATION

The following scheme has been developed on the basis of the theoretical and conceptual assumptions presented in the main part of this paper. It should by no means be considered in a mechanical way: situations vary so much as regards educational systems in different countries that one analytical scheme can certainly not be relevant to all. On the other hand, identification of training needs must be based on a certain number of empirical findings that have to be collected and analysed whatever the situation may be. The objective is here to give some possible guidelines for how this information could be collected. It should be clear, however, that further discussions and applications of these procedures may well lead to changes, or, indeed, to the adoption of an alternative set of approaches.

For reasons of clarity, the methodological procedure is divided into phases. For each phase the different tasks have been described in more or less detail depending upon their importance.

PHASE I — The Initiation Phase

TASKS

Step 1 — Stating the objectives of the study

The initiative to undertake a study of training needs is normally taken by the political or professional leadership of a ministry of education upon the assumption that the efficiency of planning and administrative functions is in need of improvement and that training of certain categories of personnel is one of the best ways to achieve this. Such a situation may occur in particular when one is about to introduce reforms in the educational system and it is necessary to ensure that the administrative apparatus is as well adapted as possible to the forthcoming changes.

However, it is a problem that the objectives of such a study are seldom clearly spelled out and that political and financial problems involved are not sufficiently taken into consideration.

It is therefore an important task for the person responsible for the study to try to identify and articulate the objectives of policies for the development of education as clearly as possible. It is particularly important to take into account decisions, trends, or plans pointing to major changes and reforms in the educational system.

Step 2 Establishment of a research team

In some cases, the composition of a task force may already be given, if, for instance, the task is presented to an office within the Ministry with the explicit precondition that this is an "inside job". In other cases, the person responsible is left more free to compose his team and should then ideally try to base his selection on the following criteria:

a). the team should have participants from both outside and inside the units that are to be affected by the study;

b). if controversial issues are to be analysed, one should attempt to have different points of view represented;

c). the team should have participants or consultants with the following competencies:

- experience in the most important tasks to be studied (e.g. educational statistics, budgeting techniques, project preparation, etc.);
- experience in organizational analysis;
- experience in questionnaire design and survey methods;
- experience in the organization of various types of training programmes in the field of educational planning and administration (possibly from different training institutions).

It should go without saying that all these people are not needed at every stage of the study and that their linkage to the team could consequently be more, or less permanent.

Step 3 Definition and limitation of the scope of the study

The most important element in developing a realistic study proposal is the specification of those work sectors and personnel categories that are to be included in the study. Whilst it may have been clear from the beginning that the study should be oriented towards, for instance, the personnel working in planning units at various organizational levels, it is normally not clear who, within these units, should be studied, in functional as well as personal terms.

A second important element is the decision as to how far-reaching (and how detailed) the study should be. Should it define training needs in aggregate terms or should it deal directly with each function or person? Further, should specific training programmes be suggested, or should this be left to others to propose?

PHASE II

The First Analysis Phase

Step 1 Pre-study of work arrangements

Once the study proposal has been agreed upon, work arrangements in the various parts of the educational system are to be described.

At this stage it is the theoretical work arrangements that are of interest, and as source of information should be used all available documents (manuals, plans, directives, etc.) that have been developed in order to determine work procedures (organization of

work; specific functions and their inter-relationships, communication channels, etc.).

It is of particular interest to study the job classification schemes which usually indicate the educational and professional qualifications required for the different positions in the institution. How these qualifications are determined may be rather arbitrary in many cases.

To the extent possible, one should during this work also try to consider the historical dimension, i.e. to analyse possible changes that may have occurred as regards work arrangements over a given period, in terms of finding out why this has happened and what the consequences may have been for the personnel affected.

Step 2 Pre-study of problem areas

To identify training needs means above all to identify the problems that the personnel are facing in the performance of their tasks. However, it must be emphasized that needs for training must be viewed not in static terms, but on the basis of what is likely to occur in the future.

Hence, in a study of this sort, any change in work procedures, for instance, the introduction of a new planning model, must be analysed both in terms of the necessary modifications of job descriptions for the personnel already working as well as the creation of new jobs resulting from the changes.

The pre-study of problem areas must be oriented towards both of these possibilities.

The point of departure should be that lack of adequately trained personnel may only be one

(and frequently a minor) constraint to a satisfactory functioning of planning and administration of educational services. Other problems may be of a much more severe character and this is why a global analysis of existing constraints is essential before starting the specific analysis of the training needs.

These constraints should be identified preliminarily on the basis of prior studies, work documents and through informal interviews with people representing different points of view/experiences/pressure groups.

The problem areas should be classified according to their "position" as regards the educational sector, i.e. whether they can be regarded as internal or external factors.

Among the internal factors one could imagine:

- problems related to organization of work, distribution of responsibilities and functions - within one level or between different levels;
- problems related to procedures (the process and methods) of planning, budgeting and administration with special emphasis upon the system of communication, coordination and information;
- problems related to personnel policy: recruitment, assignments, promotions, salary scales (as compared to other public institutions and to the private sectors);
- problems of a psychological nature resulting, for instance, from cultural or racial differences.

Of external factors could be mentioned:

- problems related to interest groups (teacher unions, parents' organizations, political parties, etc.);
- problems due to lack of communication and coordination with other public institutions (ministries, etc.).

A special category of problems are those which are due to lack of coherence and realism in educational objectives, contradictions between explicit and implicit objectives, and - of course - difficulties encountered in relation to limited financial resources.

It should be evident that it is important to undertake such a pre-study before the actual planning of the study is started. Firstly, training needs can only be identified through a global analysis where not only the actual tasks of the personnel are known, but also the framework of their future work. Problems which may in the beginning seem to be caused by the lack of competent personnel may turn out to be occasioned by quite different factors. Secondly, in order to choose the most appropriate approaches, a thorough understanding of the functioning of the system is required. For instance, questionnaires may be used for some personnel categories, whereas information from other groups may only be obtained through direct and informal interviews.

Step 3 **Seminar on the results of the pre-study**

Once the results of the pre-study have been analysed, a seminar (workshop) should be organized in order to have a thorough discussion of the findings with various people who are in one way or another related to the study. All participants at such a seminar should receive documentation beforehand concerning both the objectives of the study and the most important results from the pre-study. It is of particular importance that the personnel who will later be analysed in terms of training needs are represented at the seminar, with a view both to

having their opinions on various matters and to informing them of the reasons for the study and what will happen later on. It is possible that in some cases, particularly when the study should cover many personnel categories and at different hierarchical levels, one should try to arrange more than one seminar.

PHASE III

The Planning Phase Step 1 The design of the questionnaire

On the basis of the results of the pre-study and the seminar(s), one should normally be in a good position to start drawing up the questionnaire. In most cases, there would be a need for at least two different questionnaires: one to be filled in by all the personnel under study on an individual basis, and one which should be presented only to work leaders (i.e. chiefs of units, departmental directors, etc.) and which should be concerned with the work of their section and its personnel in terms of problems, constraints, needs for training, etc.

The first questionnaire should in principle include questions relating to the following aspects of the personnel:

- formal educational background;
- specialized training courses
  a). in educational planning and administration,
  b). in other fields;
- professional background;
- detailed description of present function/tasks;
- personal opinions as regards: problems encountered in the job, interests as to present function, promotion possibilities, salary, major objectives of the educational system, priority areas in training based on present problems,

types and length of training preferred (part-time vs. full-time courses, etc.).

At least for some of the above questions the information could probably in many cases be taken directly from the personnel files in the ministry, provided these are accessible.

The second questionnaire (for the work leaders) should request information on the following areas:

- major functions of the unit and their respective importance in terms of time required;
- important constraints as regards the implementation of these functions. Such constraints may be of the following nature:
  - lack of financial resources
  - lack of physical resources
  - lack of personnel (in number)
  - lack of adequately trained personnel
  - lack of coordination between units on the same organizational level (horizontal coordination)
  - lack of coordination between units on different organizational levels (vertical coordination)
  - lack of adequate directives, norms, etc., for the implementation of the work
  - problems as regards transportation and communication;
- opinions as regards which measures could be taken to remedy the most problematic situations;
- opinions as regards priority areas for training of the personnel in the unit with respect to type, location and length of the desired training activities.

As mentioned under Phase I, Step 2, all the questions (and also the phrasing) should be discussed with the personnel.

Step 2 The design of the interview guide

In many cases it may be difficult or impossible to utilize questionnaires as regards certain personnel categories. In order to obtain the necessary information it may therefore be advisable to develop an interview guide which should contain more or less the same questions as mentioned above, but for use in direct interviews. Naturally, information given under such circumstances may be difficult to present empirically (for instance, in tabulated form), but it will at least give a basis for a better understanding of problems than if certain categories of personnel were left completely outside the study.

Step 3 Pre-test of questionnaire and interview guide

As a general rule, all questionnaires and interview guides should be tested before being applied. Normally such a pre-test needs only to be undertaken on a limited number of persons, but in any case potential future interviewers should be involved in order to receive training at an early stage.

On the basis of the results of the pre-test, the questionnaires and the interview guide should be revised, questions may eventually be totally dropped or changed, and new ones may be included.

When the final version is ready, instructions for filling in the questionnaire should be worked out. How detailed this should be will depend upon whether one plans to use "self-administered" questionnaires or to have interviewers in each case. Normally the latter alternative will yield a higher response rate, but of course it is more costly.

Step 4 Drawing the sample

Depending upon the number of persons that are to be interviewed, a decision will have to be taken as to whether all the personnel in question should be included or whether a sample should be drawn. In the latter case, strict scientific sampling procedures should be utilized as far as possible in order to avoid serious bias in the sample.

Step 5 Briefing of interviewers

The question as to whether to use interviewers and eventually who they should be is of considerable importance. Problems may arise if, for instance, it is decided to use personnel working in a ministry of education as interviewers since in this case they may either be perceived as "agents" or inspectors by their colleagues, or influence in various other ways the answers given. It may therefore be considered to hire outside people (for instance, from a research institution) to do the work. In any case, this question should be discussed during the seminar following the pre-study.

No matter who the interviewers are, it is essential that they receive a good briefing on how to go about the interview situation. The accurate meaning of each question should be thoroughly explained so that they may help respondents whenever needed.

A particular problem which usually arises in studies of this type is the question of confidentiality. Normally, it will turn out to be impossible to use "anonymous" questionnaires since one will need rather accurate descriptions of the functions of the respondents. It may therefore occasionally be advisable to operate with two sections in the questionnaire, the first

presenting questions concerning educational and professional background, etc., and the second section presenting opinion questions. Respondents could then be free to answer the second part or not.

PHASE IV

The Data Collection Phase

Step 1 Dispatch and collection of questionnaires

The interview period should be scheduled taking into consideration the work load of the personnel and holidays. Particularly, if one operates with a nation-wide sample (with personnel working at regional and local level), a letter of information should be sent beforehand announcing the study to all leading officials affected.

A special response check-list should be worked out in order to get the reasons for possible non-response.

Step 2 Direct interviews

For various reasons some officials may have made it clear that they do not want to fill in the questionnaires. However, they may be willing to undergo direct interviews (which may give even more detailed information than that obtained through the questionnaires).

PHASE V

The Second Analysis Phase

Step 1 Processing of data

Once the questionnaires have been collected, the processing of the data should begin. If the sample is large and a computer available, it may be time-saving to computerize the data, which in that case would involve both coding and the development of a programme for the

analysis. However, there are usually a number of data which cannot be computerized and which consequently will have to be studied on the basis of reading through each questionnaire. This may be the case in particular for the descriptions of functions and the problems encountered in the performance of tasks.

Step 2 Analysis of the results from the questionnaires and the interviews

The analyses of the data collected could be structured around the following factors:

A. Educational background

1. Characteristics of and differences between personnel categories as regards length and type of education.
2. Relationship between the educational qualifications required in job descriptions (cf. Phase II, Step 1) and actual qualifications held by the personnel. Reasons for possible discrepancies.
3. Relationship between formal educational background and salaries and frequency of promotions.
4. Frequency of specialized training courses with relevance to present functions and their linkage with promotions and/or salary increases.

B. Professional background

1. Characteristics of and differences between personnel categories as regards length and type of professional background.
2. Relationship between the professional qualifications required in job descriptions (cf. Phase II, Step 1) and actual qualifications held by the personnel. Reasons for possible discrepancies.

3. Relationship between professional background and salaries and frequency of promotions.
4. As a particular point one should see how many have been teachers before entering the administration and whether this category of personnel turns out to be different from those who have never been teachers in terms of level of positions and frequency of promotions.

In general the relationship between educational and professional background should be analysed carefully as it will show the relative importance devoted to each of the factors by the persons responsible for the recruitment and promotion of the personnel.

5. The mobility of the personnel as between different public and private institutions.

C. Description and analysis of present work arrangements

The analysis should be undertaken on three levels:

1. on the level of the individual's position;
2. on the level of the work unit;
3. on the level of the sector as a whole.

1. The level of the individual

When comparing official job descriptions and the descriptions given by the personnel themselves as regards the work they are doing, one may encounter considerable discrepancies. This may eventually lead to a redefinition of the job description and/or to a redefinition of the educational and professional qualifications needed for a particular position.

In any case, the work descriptions given by the personnel will be useful when training and possible reorganization of work are discussed.

2. The level of the work unit

When summarizing and cross-checking the work descriptions given by the personnel of a unit and those given by its work leader, one should have obtained a relatively good picture of the division of labour and the tasks undertaken in the various units under study. (At this stage the information obtained through the questionnaires may sometimes need to be completed by direct interviews.)

3. The level of the sector

The procedure for analysis at this level will depend upon whether a decision has already been taken to change the present system and methods of planning (e.g. to decentralize a number of tasks/functions), or whether such an alternative should only be regarded as a possible outcome of the study itself.

In the first case the analysis should be oriented towards a comparison of the present work arrangements with those required in order to implement the introduction of a new planning system. Of course changes will have to be implemented gradually on the basis of a realistic view of the capacity of the present system to adapt to a new situation. [1] Bearing in mind the political and human implications of such decisions, it should be clear:

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1) An example may illustrate this. It may for instance have been decided at a political level that as a first step towards decentralization decisions and administrative work concerning the allocation of teachers to primary schools should be transferred from central to regional level. In the present system this work was the responsability of a particular section within the ministry. If such a transfer of functions takes place, the personnel of this section would either have to be allocated to other parts of the ministry (or be asked to work at regional level), or they would have to leave the education sector.

i). that the problem of job security is an extremely important element to take into consideration whenever one discusses reorganization of work in general and decentralization in particular, and

ii). that any study of training needs which implies important reorganization should be oriented firstly towards the needs for retraining people who will have to leave their present positions; secondly towards those maintaining their present positions but receiving additional tasks as a result of the reorganization; thirdly towards those who will enter the institution from outside (both at the central and regional/local levels); and lastly towards those who maintain both their present position and their tasks.

In the case where, a priori, no decisions have been taken to introduce major reorganization of work arrangements, the analysis may, of course, (and perhaps more realistically) be based more on how to improve the efficiency of a bureaucratic system that in principle will continue without major changes as regards organization. However, the study may lead to results which call for more or less fundamental changes.

D. Opinions of the personnel

As indicated under Phase III, Step 1, the opinions of the personnel (including those of the work leaders) should be sought on a number of questions. During the above-mentioned analyses of functions, problem areas identified by the personnel should already have been considered and taken as a point of departure for the establishment of proposals for changes in work arrangements.

The study of opinions should go even further. Improved efficiency means, in general, changes as regards motivation of and working conditions for the personnel. Many organizational reforms have collapsed completely or have been seriously jeopardized by the lack of support from the personnel concerned, usually because the objectives have been established without a realistic understanding of what may be called the bureacratic and human constraints acting against change. Such constraints should be studied in at least two (interrelated) ways:

1. Opinions concerning personnel policy

   The personnel policy of an institution plays a fundamental role as regards its ability to adapt to new situations. As already mentioned, job security constitutes an important element in this respect. Other elements are promotion possibilities and salary conditions. As in any bureaucratic organization, an educational system is characterized by a complex set of rules and norms which affect the employment situation of the personnel. The attitudes of the personnel towards these standards will vary according to the position held in the hierarchy, as well as to other factors such as career pattern, frequency of promotions and salary increases, interest in work, etc.

2. Opinions concerning training

   The opinions of the personnel about training will have to be studied carefully before any training scheme can be designed. However, one will in most cases have to face an important contradiction in the way in which, in practice, training needs may be viewed from at least two different angles:

first from the point of view of the leadership of the institution in question. In this case it would imply that the needs for training of the personnel are viewed in terms of improving the efficiency of the work undertaken at the institution as measured with regard to the achievement of a given set of objectives.

Secondly, it can be considered from the point of view of an individual who is working within the institution. Training needs may in this case be acknowledged only to the extent that increased competency may lead to improved chances for promotion or salary increases.

To simplify somewhat, one may say that the two approaches may yield quite different results.

The 'institutional' approach will normally be centred upon improving the efficiency of a person as regards his present position, whereas the 'individualistic' approach will be more oriented towards acquiring qualifications that are required for a different, but higher and/or better paid position.

Naturally, the difference between the outcomes of the two approaches may vary considerably according to the circumstances. The training received for a specific job may for instance be quite relevant to the work a person would have to do if promoted to a superior position within the same working unit.

However, the fact remains that there will always be a more or less open contradiction between the aspirations of the personnel and the training needs conceived and acknowledged by the leadership of an institution. Probably the success of a given training policy will depend to a large degree on the extent to which these two (conflicting) views may be reconciled.

PHASE VI

The Recommendation Phase

1. Recommendations concerning work arrangements

During the pre-study and the second analysis phase one should have gathered sufficient information in order to establish a set of recommendations as regards necessary changes in work arrangements, both at the level of the working unit and, possibly, for the sector as a whole. Evidently, these recommendations will have to be discussed in detail both with the personnel and the leadership of the institution. A realistic time schedule will have to be worked out for the implementation, as well as a cost analysis. If the recommendations are of a substantial nature, one may need to develop several alternatives. Implications for the personnel should be specified both in terms of modifications of job descriptions for the personnel already working in the units affected, and in terms of the eventual creation of new positions.

2. Recommendations concerning personnel policy

Normally one will have encountered a number of problems linked to the personnel policy of the institution. Recommended changes in this respect may for instance concern revalorizations of certain positions in terms of salary, altered rules for promotion, increased job security through the creation of more permanent contracts, etc.

3. Recommendations concerning training of personnel

The training scheme should be developed in accordance with the results of the analysis of work arrangements and with due respect to the priorities presented by the personnel.

In simple terms, much of the basis for the work consists of a comparison between, on the one hand, the actual competencies held by the personnel in the present system, and, on the other, those competencies and other characteristics which the study has identified as requirements for an efficient functioning of the system in the future.

In addition, one will have to undertake an evaluation of the existing supply of training activities in the field of educational planning and administration, particularly in terms of finding out what are the limits of this training with reference to actual and future needs.

The training scheme would have to be explicit on the following points:

- which personnel categories are in need of being trained, and which should be given highest priority? [1)]
- what types of programmes should be used (e.g. in-service, out-of-service, full-time, part-time, etc.)?
- who should - and are in a position to - arrange this training, in terms of developing the content of the programmes and doing the actual teaching?
- when and where should the various programmes take place (at the central ministry, at the regional or local level, in a university, outside the country, etc.)?

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1) Remembering that such a scheme will have to be designed with reference to the plans which exist for the future development of the educational system, one could here imagine three 'sub-schemes':
   - one reflecting immediate needs, based on present problems;
   - one reflecting needs as foreseen over the next two to three years; and
   - one long-term programme.

The latter could be oriented towards certain 'ideal profiles' for the personnel working in the educational system in the future. Although difficult to specify and operationalize, such profiles may be useful to have at hand, particularly for those persons developing the programmes for longer studies in the field of educational planning and administration (mainly at universities). Hence, this long-term programme may perhaps be less relevant for the personnel presently working in the system than for those joining at a later stage.

- what should be the length of the programmes?
- what will be the approximate cost of the programmes, and who will bear it?

Naturally, one will probably identify needs which are difficult to satisfy for the existing institutions that are offering training in the field. One may therefore think of recommending the creation of a new training institution, possibly set up in cooperation with other ministries facing similar needs. However, such a step should only be taken after having carefully considered whether, for instance, more financial resources could not help the existing institutions to improve their supply.

Concluding Remarks

The above procedural suggestions have been developed mainly in order to assist those professionals working in the field of education who are interested in the complicated business of identifying training needs in educational organizations. It should have become clear that, in a certain way, the impact of training is here seen as a 'residual' category as regards what should be done to improve the efficiency of educational planning and administration. Unclear objectives, lack of adequate organization of work and rigid personnel policies are normally more important constraints than the limitations presented by the competencies of the personnel of a given institution. Consequently, in order to identify and define the role and importance of the latter, one will have to make a global study of the system.